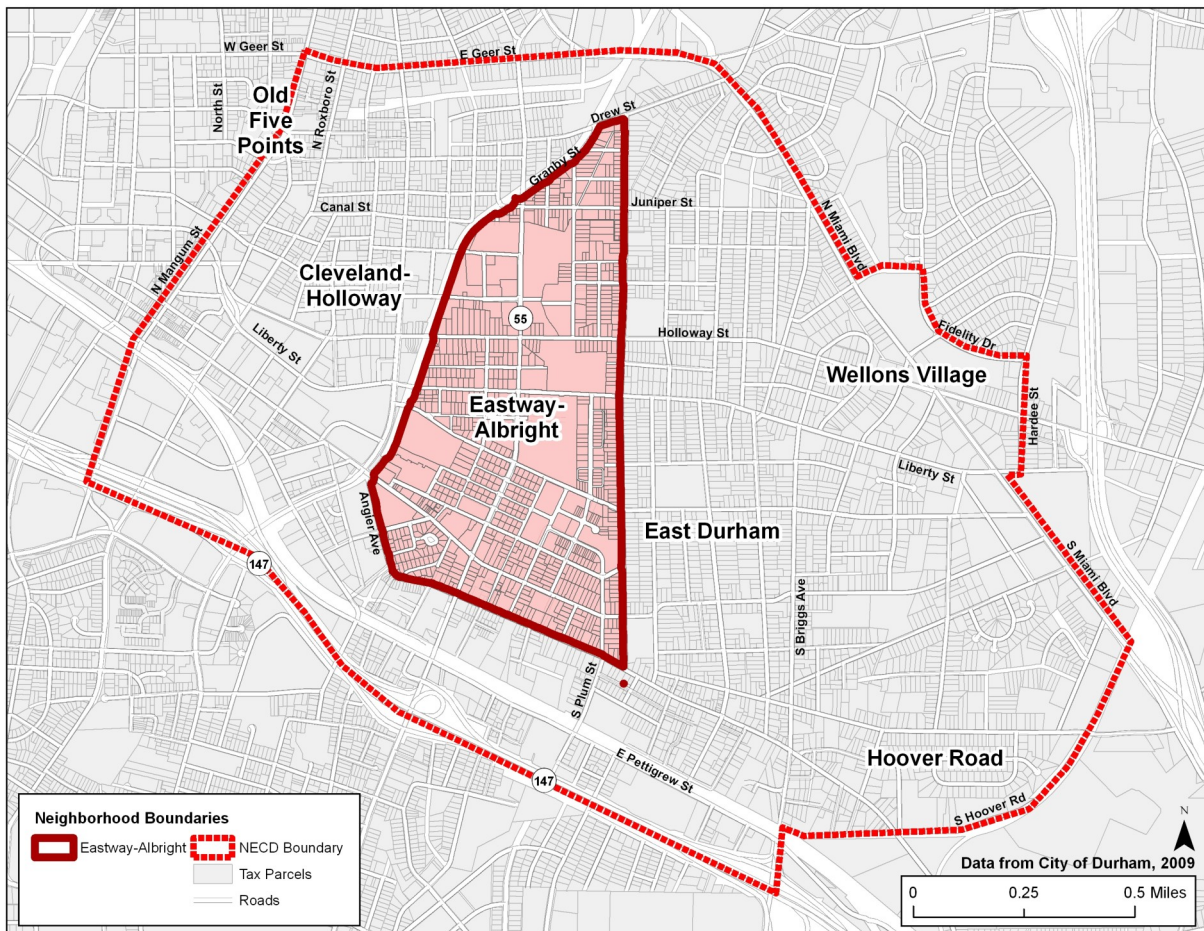


The Eastway Village and Albright Neighborhood Plan



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Table of Contents

<i>Part I: Contextual & Background Data</i>	3
History.....	5
Geographic Boundaries of Neighborhood.....	7
Zoning.....	9
Quality of Roads and Sidewalks.....	9
Demographics (Census 1990 & 2000).....	10
Crime.....	12
<i>Part II: Analysis of Priority Issues</i>	16
Matrix of Priority Issues.....	16
Eastway Village.....	17
Albright.....	19
<i>Part III: Implementation Plan</i>	22
Eastway Village.....	22
Albright.....	25
Conclusion.....	26
<i>Appendix 1: Economic Status Table</i>	28
<i>Appendix 2: Transportation to Work Data</i>	28

Part I: Contextual & Background Data

The Eastway Village and Albright neighborhoods are contiguous to each other and are located in the geographic center of Northeast Central Durham (NECD). Like most of NECD, these neighborhoods have experienced decades of decline and disinvestment. Adding to the socio-economic landscape during the last ten years has been the very rapid demographic change resulting from the dramatic influx of predominantly Spanish-speaking Hispanics. Although both neighborhoods have experienced many elements of urban blight, both contain assets and potential amenities that hold promise for future and ongoing revitalization.

Since the drug, prostitution, and crime-ridden Few Gardens Apartments were demolished within Eastway, neighborhood conditions have improved a great deal. Notorious Barnes Avenue has been redeveloped as Eastway Village Drive and is now the central spine road for the City of Durham's Eastway Village homeownership project. As the City of Durham was working to deliver the Eastway Village homes, the Durham Housing Authority was developing the first phase of the mixed-income Franklin Village Apartments. Although both projects have yet to be completed, combined they provide the foundation for neighborhood-wide redevelopment and revitalization. It is for this reason that completion of these projects is so vitally important to the existing residents of Eastway Village.

Other concerns of Eastway Village residents include the development of programming for organized after-school activities for the neighborhood's school children, and stemming the re-emerging tide of drug dealing and prostitution in the neighborhood.

The Albright neighborhood, which has a relatively high percentage of boarded up and abandoned homes, and an even higher percentage of vacant properties "for-rent," has not had the advantage of ongoing redevelopment that Eastway has enjoyed. Albright has some significant natural amenities how-

ever, that might provide a catalyst toward economic development and revitalization. Large tracts of land already owned by the City of Durham combined with corridors of vacant land happen to straddle the Goose Creek watershed. Goose Creek, which is a tributary of the Neuse River, has been badly impacted by dumping, encroachment, and development over the years. Although segments of Goose Creek within the Eastway neighborhood to the south have been reclaimed and turned into aesthetic and recreational amenities, no such effort has yet

Image 1: Eastway Village



been undertaken within Albright. Tying together the soon-to-be abandoned “sign and signal shop,” the various park parcels, the Public Works “materials storage yard” along with a number of vacant privately owned parcels would allow for the development of a significant greenway corridor along a reclaimed Goose Creek.

Although this would not directly attack the pernicious issues of inadequate housing, drug dealing, and prostitution which now impact much of the neighborhood, it would be an important step toward reclaiming the place for its residents. Other economic development opportunities associated with such a plan might include a neighborhood market and/or multi-purpose civic meeting space.

Introduction

The authors intend a coherent, concise, and comprehensive review of the Eastway Village and Albright neighborhoods in Northeast Central Durham (NECD). Based on early conversations with stakeholders, it became clear that Eastway Village/Albright was not one continuous entity but rather two neighborhoods with distinctive characteristics, and, as a result, separate issues and opportunities. Thus, though they are presented here together, they are sometimes separated in this report to reflect these differences.

The Eastway Village neighborhood includes the City’s Eastway Village redevelopment as well as the surrounding redevelopments, such as Franklin Village, in progress or completed by the Durham Housing Authority (DHA) as part of the larger HOPE VI project in the area. It is an amenity-rich neighborhood with an elementary school, a park, and a greenway corridor. The neighborhood also has a small, determined group of new homeowners committed to making their community better, healthier, and self-sustaining.

The Albright neighborhood is a physically and socially older community just north of Eastway Village. It is a primarily residential area, though a large number of rental homes in the neighborhood are currently boarded up. There are also a few commercial facilities in Albright to the interior of residential areas. At the center of Albright is Goose Creek, which runs south to north through Eastway Village as well. It is surrounded by significant amounts of publicly owned land. Overall, the residents of this community are more transient than those in Eastway Village, though there are a number of older homeowners concentrated on the east-

Image 2: Albright



Image 3: Franklin Village



ern side of the neighborhood.

The report that follows relies on information gathered from a variety of sources including members of the Eastway Village Homeowners' Association, the Albright Community Association, and representatives of various city/county departments who have current and/or future plans in the two neighborhoods. The report begins with a description of current conditions in the neighborhood, followed by a discussion of stakeholders and issues in Eastway Village and Albright and a description of the participation strategy used to gather their input and feedback. The latter half of this report is a detailed analysis of priority issues in the neighborhoods and an implementation and evaluation strategy for addressing these issues.

Image 4: Goose Creek



History

Eastway Village

As noted previously, Eastway Village, as a neighborhood, is really a collection of redevelopments. These redevelopments, including Eastway Village and Franklin Village, replaced the demolished Few Gardens Apartments. Few Gardens was once one of the most troubled neighborhoods in Durham. Developed within a limited circulation mega block, the complex increasingly became known for serious drug-related and criminal activity, reaching its deterioration nadir in the 1980s and 1990s. The decline of the complex also contributed to the decline of surrounding communities as well, drawing much of northern NECD into disrepair and neglect.

In 2002, Few Gardens was demolished. DHA, with the support of a HOPE VI grant from the U.S. Department of Housing and Urban Development (HUD), began a vigorous effort that same year to redevelop a 96 block area, including the entire Eastway Village neighborhood. Though DHA took the lead on HOPE VI redevelopment, the City of Durham supported the project by investing its resources to build the Eastway Village redevelopment by which the neighborhood is most often referred to.

Prior to redevelopment, most of the Eastway Village neighborhood was composed of single- and multi-family cottages with large front porches. While the designs of these homes were similar to other traditional forms found throughout Durham, they tended to be more modest than other Durham examples, with smaller footprints and fewer ornamental details. Many of the houses were also in serious disrepair, with sagging porches and roofs, boarded-up windows, and decaying facades. Often, they had been covered with cheap vinyl siding or asphalt shingles, further diminishing their value and appeal. Furthermore, 81% of homes in the area were rental properties.

Figure 1: Eastway Village & Albright Neighborhood/Land Use Map

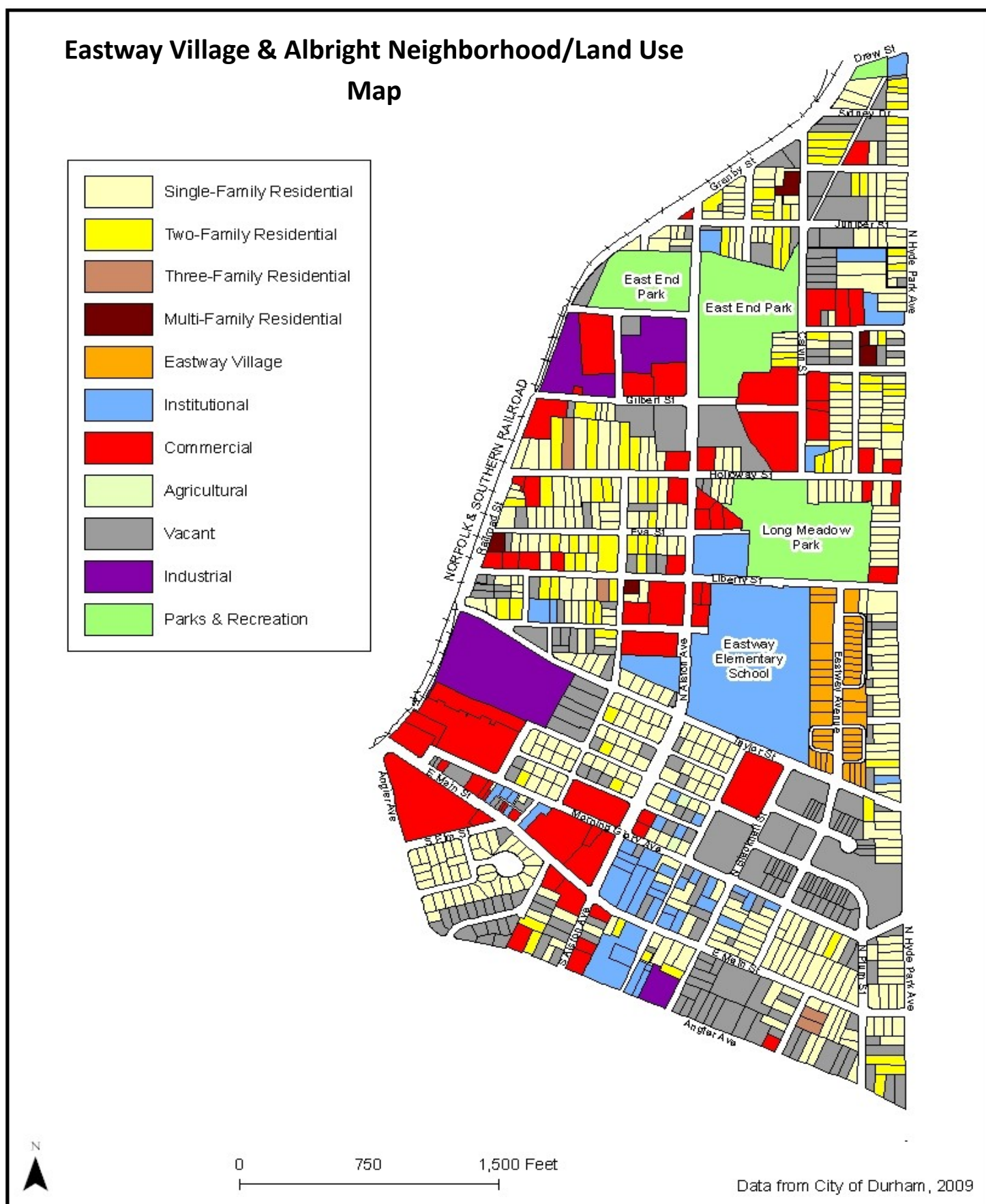


Figure 1 highlights the boundaries and major facilities within each of these neighborhoods as well as land use information.

Today, Eastway Village is a predominantly single-family residential redevelopment with a mix of rental and homeownership units. Though still in development, a stronger resident community has begun to reemerge in Eastway Village. Former residents and new residents alike have returned to the neighborhood.

Albright

Albright was first developed as an industrial area of Durham, according to the Durham Architectural and Historic Inventory. Today, the neighborhood still accommodates several light industrial facilities. Beginning in the 1910s and 1920s, residential development began to appear in Albright. This development was usually predominated by simple one-story frame houses, typically used as rental homes to house African-American workers who worked in the nearby industrial plants. Sometime later, homeownership units of 1 ½ story homes were added to the eastern side of Albright.

The area was developed further in the 1940s, though it is unclear exactly what type and quality of development occurred. Still, this snapshot of Albright's history underscores the essence of the community today. The neighborhood is still predominated by an old stock of simple single-family homes in various states of disrepair and dilapidation. Some of these homes likely date back to the development of Albright in the 1940s, if not before. Lack of care and attention to the residential areas of Albright over at least the last three decades has destroyed much of the social fabric of the community, though there is a small group of homeowners on the neighborhood's eastern edge who work to support each other.

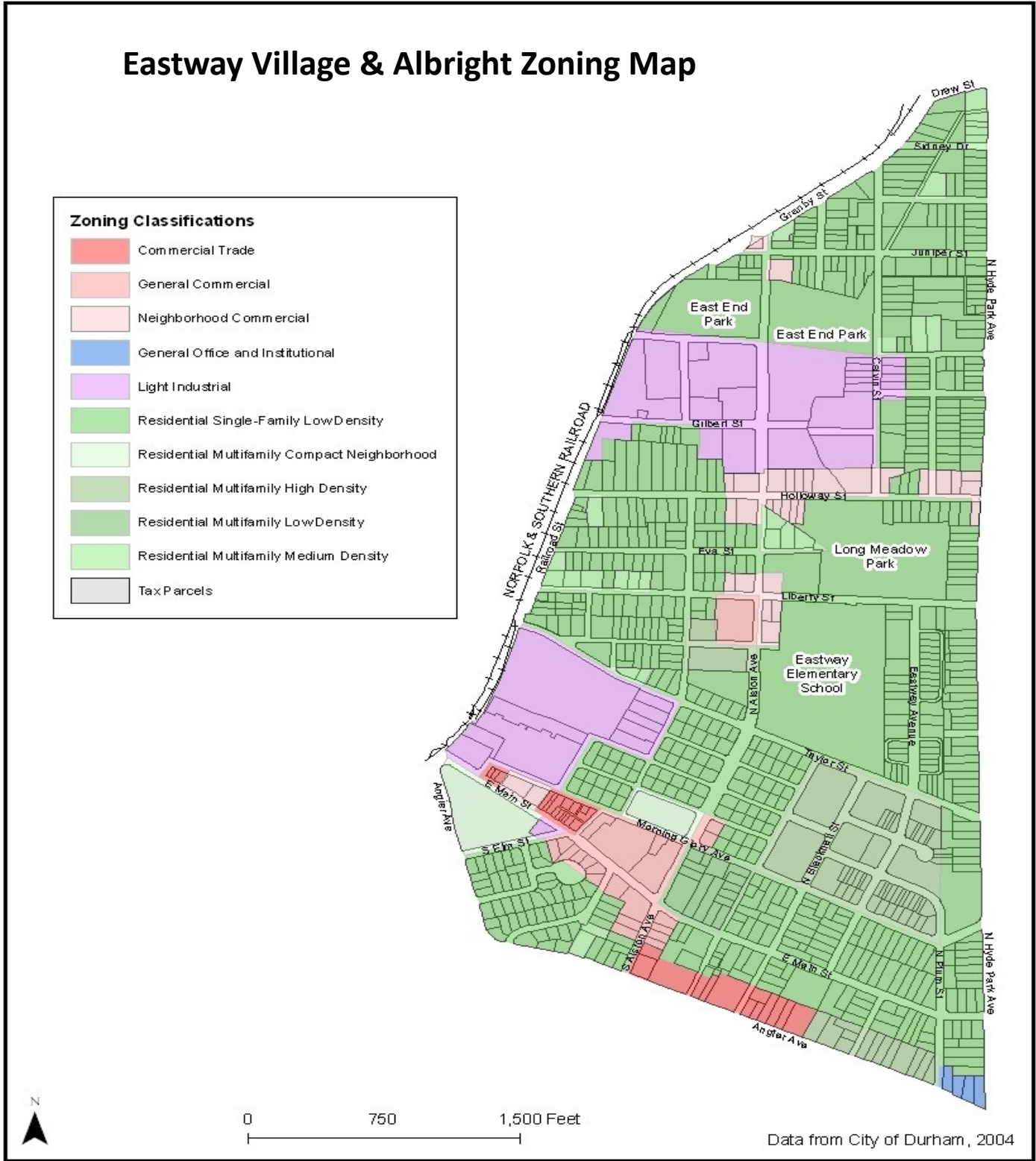
Geographic Boundaries of Neighborhoods

From early conversations with the community, including members of the Eastway Village Homeowners' Association and the Albright Community Association, it was clear that Eastway Village and Albright were really two distinct neighborhoods in the minds of residents and city and county officials who provide services to these communities.

Eastway Village is the area, south of Holloway Street, west of North Hyde Park Avenue, north of Angier Avenue, and east of Railroad Street. This area includes the City's Eastway Village redevelopment, for which the neighborhood is named, featured in orange on the map. It also includes Durham Housing Authority's Franklin Village redevelopment to the south and west of Eastway Village on the map. Long Meadow Park is at the northeast corner of Eastway Village in green on the map, and the restored Goose Creek watershed runs south to north between Eastway Elementary, which is featured in blue, and the Eastway Village redevelopment. The Durham Rescue Mission is also located in Eastway Village at the corner of Alston Avenue and East Main Street.

Albright is the neighborhood due north of Eastway Village. This is the area south of Granby Street and Drew Street, west of North Hyde Park Avenue, north of Holloway Street, and east of Railroad Street. The Albright area includes primarily residential space on its far west and east sides. Note that gray sections in each of the areas on the map denoted boarded up homes or vacant land. The residential area is bordered by commercial space to the interior which appears in red on the map. At the center of Albright is the Goose Creek watershed, which again runs south to north through the center of East End Park, before turning to the northeast

Figure 2: Eastway and Albright Zoning



across the most northern blocks of the neighborhood. The Creek is surrounded by significant amounts of publicly owned land, including the blocks denoted in gray on the map and East End Park.

Zoning

Figure 2 is a zoning map for the Eastway Village and Albright neighborhoods. Most of the two neighborhoods are zoned residential, including the current site of Eastway Elementary School and Long Meadow Park in Eastway Village. The contrast is clear in comparing this map to **Figure 1**. Eastway Village is zoned commercial (in pink) just northwest of Eastway Elementary School and in the southeastern part of the neighborhood. The light industrial zone highlighted in purple in Eastway Village is the site of the renovated Golden Belt Building.

In Albright, the area just south of East End Park is zoned light industrial, though several commercial facilities are currently located there in addition to a few industrial ones. The south eastern border of Albright, highlighted in pink, is zoned commercial. Referring to **Figure 1**, you can see that some of this area is currently used as residential space. The rest of the neighborhood is also predominantly zoned and used as residential space.

Quality of roads and sidewalks

The newer roads throughout Eastway Village and Franklin Villages are of a very high quality as they have been recently laid and sealed. This, however, is not the case for the rest of Eastway and the Albright neighborhood. These roads are in various states of disrepair, many with significant pot holes or sections which have received recent but insignificant cosmetic touch-ups. Overall, the quality of the roads is poor and many have been targeted by Durham City's Operation Green Light for resurfacing over the next two years.



Images 5 and 6, illustrating new streets and sidewalks in Eastway Village...and no sidewalks in Albright.

Figure 3: Eastway Village and Albright Demographics

Demographic Information	Eastway Village/ Albright 1990	Eastway Village/ Albright 2000	% Change 1990-2000	NECD 2000	% of NECD	City of Durham 2000	% of Durham
Population	4,945	7,546	52.60%	24,848	100.00%	187,035	100.00%
Race/Ethnicity							
African-American	4,115	5,326	29.43%	18,035	72.58%	81,937	43.81%
Hispanic	6	1,693	28116.67%	4,279	17.22%	16,012	8.56%
Asian	-	57	-	47	0.19%	6,815	3.64%
White	824	334	-59.47%	3,694	14.87%	85,126	45.51%
American Indian/ Native American	-	26	-	107	0.43%	575	0.31%
Age							
0-19	1,652	2,491	50.79%	8,533	34.34%	49,742	26.60%
20 to 34	1,122	2,027	80.66%	6,865	27.63%	57,041	30.50%
35 to 54	1,048	1,844	75.95%	6,299	25.35%	51,125	27.33%
55 to 64	386	478	23.83%	1,330	5.35%	11,712	6.26%
Over 65	714	626	-12.32%	728	2.93%	17,415	9.31%

Source: US Census Bureau, Census 1990 and 2000, SF1

As is the case with the road quality, the sidewalks in and immediately around Eastway Village and Franklin Villages are high quality and numerous. Throughout Albright the sidewalks have suffered from neglect for many years, if there are any at all.

Demographics

Figure 3 contains demographic information for Eastway Village and Albright based on 1990 and 2000 U.S. Census data. Both censuses were collected prior to the redevelopment of most of the Eastway Village neighborhood. At the start of redevelopment, the population and density of Eastway Village dropped dramatically, though it has since rebounded. Still, the data presented here may not accurately reflect the current demographic composition of the neighborhood, and this information will be difficult to maintain until redevelopment is complete in the area.

Figure 4: Housing Statistics in Eastway Village and Albright

Housing	Eastway Village/ Albright 1990	Eastway Village/ Albright 2000	% Change 1990-2000	Northeast Central Durham	% of NECD	City of Durham	% of Dur- ham
Total House- holds	1,964	2,566	30.65%	8,492	100.00%	74,981	100.00%
Household Size	2.52	2.94	16.67%	2.70	-	2	-
Single Headed Householder	770	1,700	120.78%	2,391	28.16%	11,954	15.94%
Non-family Households	736	600	-18.48%	1,933	22.76%	31,423	41.91%
Housing Units	2,254	2,892	28.31%	9,458	100.00%	80,797	100.00%
Occupancy Status							
Occupied Units	1,983	2,566	29.40%	8,492	89.79%	74,981	92.80%
Vacant Units	271	326	20.30%	966	10.21%	5,816	7.20%
Tenure Status							
Owner Occupied Units	454	462	1.76%	2,141	25.21%	36,645	48.87%
Renter Occupied Units	1,529	2,104	37.61%	6,351	74.79%	38,336	51.13%

Source: US Census Bureau, Census 1990 and 2000, SF1

Looking at **Figure 3**, it is clear that the population of Eastway Village and Albright grew significantly between 1990 and 2000. Overall, the population increased by more than 52%, while the Hispanic population in these neighborhoods grew by roughly 28,000% from just six Hispanic residents in 1990 to nearly 1,700 by 2000.

Still, African-Americans composed the majority of residents in Eastway Village and Albright (73%) in 2000 which is consistent with the demographic composition of Northeast Central Durham as a whole. The neighborhoods also had a significantly smaller proportion of White residents compared to the City of Durham. It should also be noted that the 2000 population of Eastway Village and Albright was about 30% of the total NECD population and 4% of the City of Durham's population that year.

Figure 3 also contains demographic information by age. Between 1990 and 2000, the proportion of residents between the ages of 35 and 54 grew by 76%. In this same time period, the proportion of residents between the ages of 20 and 34 grew by 81%. These two figures underscore the large population of working age residents in Eastway Village and Albright, compared to NECD and the City of Durham as a whole. Similarly, the proportion of residents between the ages of 0 and 19 grew by 51% between 1990 and 2000, representing the largest age group of residents in the two neighborhoods. Additionally, the senior population, residents age 65 and over, decreased by 12% in Eastway Village and Albright between 1990 and 2000.

Figure 5: Eastway Village and Albright Crime Statistics

Crime	Eastway Village/ Albright 2007	Eastway Village/ Albright 2008	% Change 2007-2008	Northeast Central Dur- ham	% of NECD	City of Dur- ham	% of Dur- ham
Arson	1	2	100.00%	7	0.23%	27	0.18%
Assault	90	109	21.11%	514	16.95%	2,077	14.07%
Burglary	148	178	20.27%	869	28.66%	3,481	23.57%
Homicide	-	3	-	7	0.23%	22	0.15%
Larceny	172	225	30.81%	1,234	40.70%	7,351	49.78%
Motor Vehicle Theft	28	37	32.14%	201	6.63%	856	5.80%
Robbery	49	52	6.12%	182	6.00%	885	5.99%
Rape	4	4	0.00%	18	0.59%	68	0.46%

Source: Durham Police Department, Jan. 2007 – Dec. 2008

Housing

Figure 4 contains housing data for Eastway Village and Albright. This data is unlikely to be completely accurate since a significant portion of the Eastway Village neighborhood was demolished in 2002 and is still being redeveloped. In fact, in 2000, the Eastway Village redevelopment itself did not exist. Still, there are some trends worth noting. Between 1990 and 2000 the average household size in Eastway Village and Albright increased by 17% to almost three people per household. This figure is larger than that of NECD and the City of Durham. The number of single-headed households increased dramatically (121%) between 1990 and 2000 in the two neighborhoods, while the number on non-family households decreased by 20%. The number of occupied housing units in Eastway Village and Albright increased by 30% between 1990 and 2000, while the number of renter occupied units increased by 38%. Owner occupied units grew by just 2%. Indeed, 2,100 of the rough 2,500 households in Eastway Village and Albright are renter occupied units.

Crime

Figure 5 contains crime statistics for the Eastway Village and Albright neighborhoods. Notice that all measures of crime in the table increased or remained constant between 2007 and 2008. Furthermore, the size of these increases vary, as arsons increased by 100% from 1 to 2 between 2007 and 2008, while larcenies increased by 31% from 172 to 225. The relatively large number of larcenies and assaults in the two neighborhoods is also consistent with wider trends in NECD and the City of Durham. Assaults in Eastway Village and

Albright increased by 21% between 2007 and 2008, accounting for about 21% of assaults in NECD overall. Three of seven homicides in NECD in 2008 were in the Eastway Village and Albright neighborhoods.

Figure 6 shows incidents of crime in Eastway Village and Albright between 2007 and 2008 graphically. Notice that most crime in the neighborhoods was Part I property offenses, which include arson, burglary-theft, and larceny. This is consistent with the findings in the table in **Figure 5**. Part I violent offenses which include aggravated assault, forcible rape, homicide, and robbery, seem to be spread widely throughout Eastway Village and Albright. Though overall crime is widely distributed in both neighborhoods, there seems to be a concentration of crime of Part I property offenses on the western side of Eastway Village, both in the Hope VI developments near the Golden Belt building and to the north in a slightly older residential area. Surprisingly, there are reported incidences of crime on public land, including that under development by DHA, Eastway Elementary School, Long Meadow Park, and East End Park.

Figure 7 shows crime hot spots in Eastway Village and Albright. Most crime is concentrated along Alston Avenue. There is a particularly high crime density hot spot at the intersection of Alston Avenue and Holloway Street, which separates Eastway Village from Albright, though there are also medium crime density hotspots at the intersection of Alston Avenue and Liberty Street in Eastway Village as well as Alston Avenue and Gilbert Street in Albright. There also low/medium density hot spots at the intersection of Alston Avenue and Main Street in Eastway and at the dead end of Calvin Street in Albright.

Economic Status

Appendix 1 contains data on the economic status of Eastway Village and Albright residents. Notice that between 1990 and 2000 employment in these neighborhoods decreased by 2.8%, while median household income increased by 49% to \$19,669. This is still significantly below median household income for the City of Durham, however. The number of families and individuals below poverty grew by 1% between 1990 and 2000 yet the percentage of residents with at least a high school education increased by 4%. The percentage of residents with a bachelor's degree or higher in Eastway Village and Albright decreased by 12%.

Transportation

Appendix 2 contains data on transportation to work in Eastway Village and Albright. There are 49 Durham Area Transit Authority (DATA) stops within one-fourth mile of the two neighborhoods and three routes that run through, in, or around NECD. About 36% of residents in Eastway Village and Albright drive alone to work compared to 73% of NECD. Roughly 45% of residents carpool to work. This figure is significantly higher than that for NECD, where only 15% report carpooling to work. Similarly, about 10% of residents in Eastway Village and Albright rely on public transportation to get to work, compared to 4% of NECD residents.

Figure 6: Incidents of Crime in Eastway Village and Albright

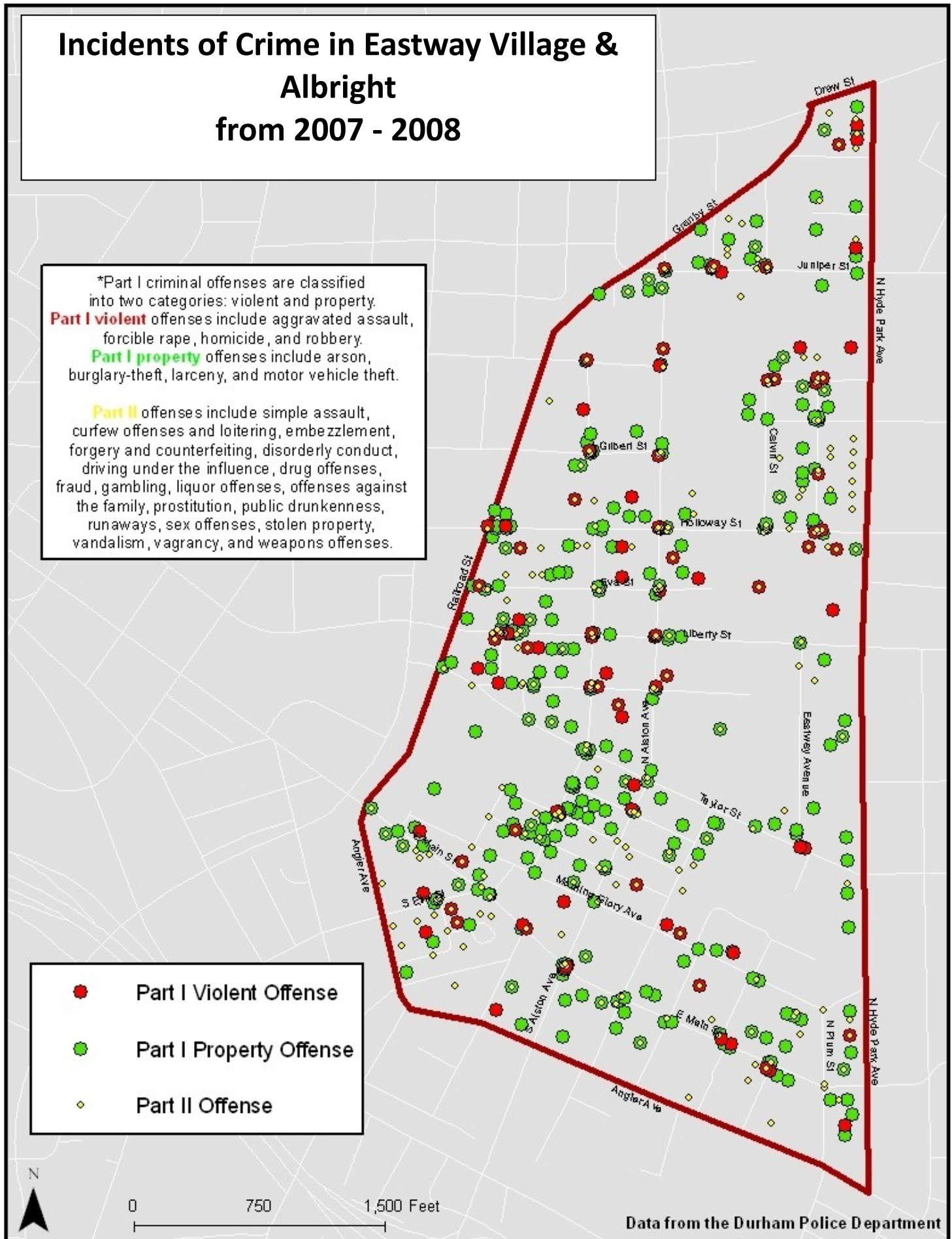


Figure 7: Crime Hot Spots in Eastway Village and Albright

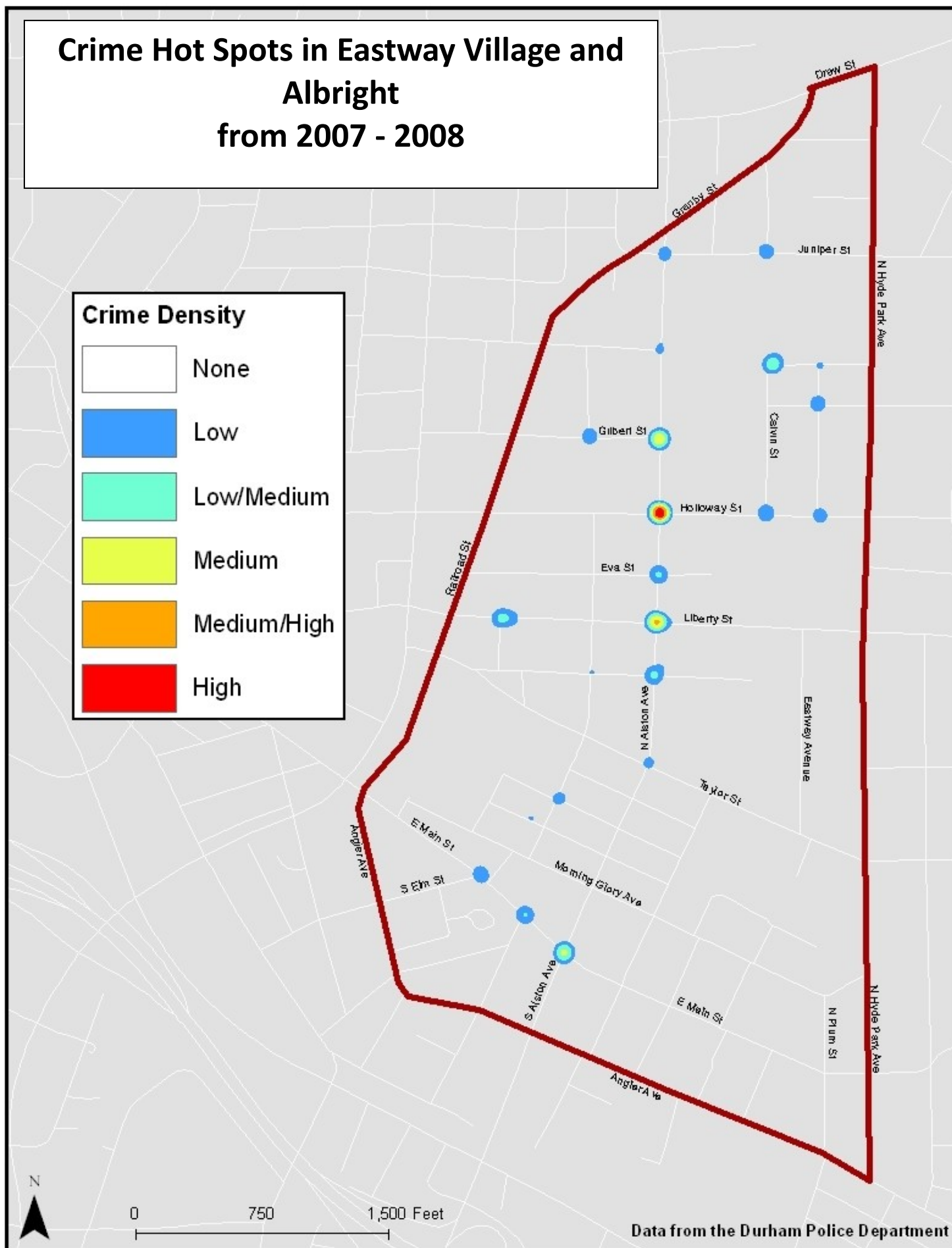


Figure 8: Matrix of Priority Issues, Short-Term

Goals		Indicators			
1	A safer neighborhood	Fewer dealers/prostitutes/thefts, more police presence, fewer vacant homes, increased owner occupancy			
2	Social Services	Clean creek, trash pick-up, community participation & information, police presence			
3	Physical Appearance and Identity	Neighborhood park, utilized vacant lots, clean creek, stopping dumping, Neighborhood Association			
Short-Term					
Cost	Action Item	Want/Need	Purpose	Goals Targeted	Actors
Low	Goose Creek clean-up	Want	Degraded, overgrown and polluted water way can be a source of pride and aesthetically pleasing	2, 3	Parks & Rec., Community
Low	Encourage interest in PAC1	Want	Community participation in improving social issues	1, 2	PAC 1, NIS
High	Removing Prostitution	Need	Criminal elements negatively impact on community	1	PAC 1, Police Dept.
High	Remove drug dealing	Need	Safety, reduce criminal activity	1	PAC 1, Police Dept.
Low	Front yard clean-up	Want	Detrimental social impact, improve neighborhood pride	2, 3	Community, Durham City Council
Low	Organized/programmed after school sports and activities for youth	Need	Create opportunities for youth recreation and reduce likelihood of gang activity	1, 2	Public Schools, Neighborhood Association, Parks & Rec, NIS
High	Funding issues for development of Franklin Village	Need	Required to finish development of Franklin Village	1, 2 , 3	DHA, CD Dept, NCHFA
Low	Goley Block Neuse River tributary buffer zone	Need	Complete the neighborhood and allow community to develop	3	DHA, Neuse River
Low	Stop loose sand and gravel blowing from the signage yard into the park and playground	Want	Impacts on health and well-being of children playing in park	2	Public Works
High	Increase Police Presence	Need	Community safety & security, increase response times to emergency calls	2	Police Dept.
Low	Rubbish collection	Need	Community health, aesthetic, safety, pollution, environmental impacts, social impacts	2	Dept. Public Works,
Low	Communicating to residents / improving flow of information regarding community issues	Need	Improve neighborhood communication to create opportunities and develop greater connectivity and strength	2	NIS, Community,

This matrix contains a complete list of the issues identified in the Eastway Village and Albright neighborhoods based on conversations with stakeholders. Each issue is classified by cost, whether or not it is a want or need, why the stakeholders feel it is necessary, which of the larger community goals it addresses, and who would be responsible for implementing a solution.

Part II: Analysis of Priority Issues

Significant issues as articulated by the
Eastway Village community :

Continuing Development/Redevelopment

Hope VI

Durham Rescue Mission

Vacant Lots

Organized Afterschool Activities for Youth

School Boundaries

Crime

Drug Trade

Prostitution

Though several issues in Eastway Village and Albright are interrelated, especially those stemming from crime—drugs and prostitution – the distinct character of each of these neighborhoods also presents many unique challenges. Furthermore, each of these communities is equipped to deal with the issues they face on different levels. Hence, we will present the priority issues for Eastway Village and Albright separately.

Eastway Village

Completion of redevelopment

Prior to redevelopment, the Eastway Village neighborhood included a high number of vacant lots and abandoned buildings. Demolition of the Few Gardens Apartments and many of the surrounding homes to accommodate for redevelopment by DHA and the City of Durham resulted in very large numbers of unoccupied

parcels. Following the near completion of Eastway Village by the City of Durham, and the first phase of the Franklin Village Apartments, DHA's HOPE VI redevelopment project, there are still a large number of vacant lots to be built out both within and outside of the HOPE VI redevelopment boundaries. Until these areas are built out, residents will continue to feel that they are living in a work in progress rather than a stable or stabilizing community.

DHA continues to work toward completion of the redevelopment plan within the Hope VI boundaries. These efforts have obviously been complicated by deteriorating economic conditions at all levels. In addition to which, the Housing Authority has encountered specific development issues with what it refers to as the "Goley Block." These issues are addressed in greater detail below.

The other significant owner of land in Eastway Village, in addition to DHA, is the Durham Rescue Mission. Although there has been some uncertainty in the community about the Rescue Mission's intention with respect to the homes and lots they own, based on a stakeholder meeting, it is clear that the Durham Rescue Mission desires and intends to build a large, mixed-use building and congregate living quarters for the populations they serve. These populations include homeless men and alcoholics, among others. The Durham Rescue Mission



Image 7: Uncompleted portion of Franklin Village

does not have firm development plans in place, but a representative noted that they “would like to build at about the density, and in the architectural style, of the Hope VI project.”



Figure 9: Eastway Village

Organized afterschool activities for youth

The second most important issue in the minds of Eastway Village residents and school officials at Eastway Elementary seems to be the lack of organized after-school sports and other activities for the community’s children. Although the Parks and Recreation Department is under the impression that there is significant programming available, the residents are unaware of it. In addition to providing wholesome activities for children and, perhaps, discouraging early gang-like behavior, residents believe that having programmed after-school activities in the parks and playgrounds would discourage or displace the drug dealing and prostitution that now occupies those spaces. Several members of the community are already engaged in individual outreach efforts aimed at the neighborhood’s children. A number of residents have even said they would be interested in becoming involved in an organized sports program if there were funding for it.

School Boundaries

Although it has not come up in community discussions, we believe that the multiplicity of overlapping school attendance zone boundaries will become increasingly disruptive to community as the neighborhood builds out, and as children begin to move from grade to grade and from school to school. While the Albright neighborhood lies within uniform school attendance zones, the Eastway Village and surrounding neighborhoods are divided into a multiplicity of zones which will ultimately confuse residents and work to disrupt school-community relationships.

Crime

Street crime is just now beginning to move back into the re-populating Eastway Village neighborhood. Residents complain of drug dealers taking up posts and street walking prostitutes entering the neighborhood at

nightfall. Although the criminal activity is perceived to originate from outside the community (from Albright to the north and from the area east of Hyde Park Street), Eastway Village residents believe that there is a small but expanding criminal element living within the Hope VI rental apartments. Police and Eastway Elementary School officials likewise believe that a group of men who robbed the school on Inauguration Day in January 2009 live within the Hope VI apartments.



Images 8 and 9, showing the current state of Albright's Goose Creek.

Albright

Unlike Eastway Village which is now coming back to life following wholesale redevelopment, Albright remains in a state of decline. There are many boarded up houses, and many vacant homes with “for rent” signs on them. Numerous homes are in states of significant disrepair. The City is just now cleaning up an un-permitted dump that has been a concern of residents for years, and is proposing to abandon Public Works’ “sign and signal” shop.

School officials, church members, and neighbors have described most of Albright as an unstable and dysfunctional community of migrant or transient workers, many of whom are Hispanic and who may remain somewhat isolated from the larger community. The same people report extensive drug dealing and prostitution, and a small population of residents who feel trapped in their own homes.

A significant opportunity may result from the coincidence of:

- 1) the large proportion of publicly owned property,
- 2) the large number of vacant properties,
- 3) the very low property values in the area,
- 4) the highly degraded condition of Goose Creek which runs (south to north) through the center of the neighborhood,

- 5) concerns and initiatives of the various Neuse Creek Watershed regulatory and advocacy entities and others having to do with water quality and storm water attenuation issues,
- 6) a desire on the part of the City to establish “mitigation banking” facilities so as to accommodate further development downtown, and
- 7) what is likely to be an ongoing stream of federal “stimulus” spending.

We see the reclamation/revitalization of Goose Creek as an opportunity to change the face of Albright and to move toward a regional green space and recreational facility that would serve all of NECD. Segments of Goose Creek have already been reclaimed to the south of Albright in Eastway Village.

The work done within the Eastway Elementary School site and within the Long Meadow Park site appears to have been of very high quality. Our vision would be to extend that sort of “restoration” northward through Albright and to establish forested greenways along that corridor, much in keeping with the 1927 General Plan for the City, depicted in **Figure 10**. The dump site now being abandoned along with the soon to be abandoned sign and signal shop could be aggregated with the existing park sites and other City property so as to create a large regional green space and park. Note that recreational building within the park on the east side of Alston Avenue is about to be closed and programming moved into the Holton Center on Driver Street. This might provide even more opportunity to reprogram the surrounding acreage.

A cautionary concern regarding this plan is that there may be a preliminary NCDOT plan to realign Alston through the very same acreage that we see as regional park land. Although we have not yet seen the plans,

Figure 10: Portion of 1927 General Plan (Greenway)



we understand that it would consist of a very wide right-of-way running right through the park and public land adjoining Goose Creek and bifurcating what little is left of the neighborhood.

As previously suggested, the Eastway Village and Albright neighborhoods encompass two very different communities and two very different neighborhood conditions. These differences are significant enough to preclude consideration of the most salient neighborhood issues as if they were one community. Each of these communities, in fact, is subject to a sufficiently complex array of issues, opportunities, and concerns that distilling the matter to a single issue for either neighborhood is unsatisfactory. The dissimilar state of revitalization efforts in Eastway Village and Albright necessitate very different implementation plans for the two neighborhoods even though there is some significant overlap in terms of priority issues.

Issues affecting the Albright neighborhood, as identified by stakeholders and others:

- Blight**
 - Abandoned Properties*
 - Vacant Properties & the Excessive of Number Rentals*
- Crime**
 - Drug Trade*
 - Prostitution*
- Redevelopment**
 - Goose Creek*
 - Public (City Owned) Land*
 - Public & Private Lots*

Eastway Village

Completion of Redevelopment

The over-riding issue in Eastway is the completion of the City's Eastway Village project and the continuing build-out of DHA's Franklin Village community. It is hoped, of course, that as these projects mature they will induce private construction of housing on the vacant lots that surround the area. Implementation of these major ongoing undertakings lies entirely in the hands of the City, DHA, HUD and their respective partners. Every effort should be made to foster cooperation between the parties toward the end of completing the Eastway Village's redevelopment.

While DHA expects to develop more mixed-income rental housing, and the Durham Rescue Mission plans to develop architecturally similar congregate housing facilities for the populations it serves, residents and stakeholders were all but unanimous that it is the development of "for-sale" owner-occupied housing that should be stressed. Residents of Eastway Village feel strongly that it is the establishment of long-term residents and owner-occupants' eyes on the street that will lead to stability and security in the neighborhood and the creation of community.



Image 10: Long Meadow Park

Organized Afterschool Activities

Expanding the range of organized afterschool activities for the community's children is a different matter. There are a number of interested community assets that can be brought together to develop and manage more programming for existing parks, playgrounds, and open spaces. In addition to the numerous residents who have expressed an interest in becoming involved in such programs, the professional staff of the Eastway Elementary School would be very supportive of such a program. Other actors/contributors might include Durham Parks & Recreation Department, non-profits and others already engaged in the community and with the school children in particular. Since there is a widespread perception that organized programming of parks and open spaces would discourage and/or displace the casual criminal element that now occupies them, perhaps this represents an oppor-

tunity for police participation as well.

Community members have expressed interest in more organized team sports and swimming lessons. Representatives of the Parks and Recreation Department have said that there are substantial programs in place of which residents may not be aware. It seems that there may be opportunities both to expand such programming with the active support of interested community members and school personnel, and to increase the utility of existing programming through improved communication. Parks and Recreation have also pointed out the shortage of soccer fields in the area. This might be another opportunity for land use within Albright. The addition of soccer programming would benefit the community overall and help to provide an opportunity for civic engagement for the Hispanic community in particular.

The “Goley” Block

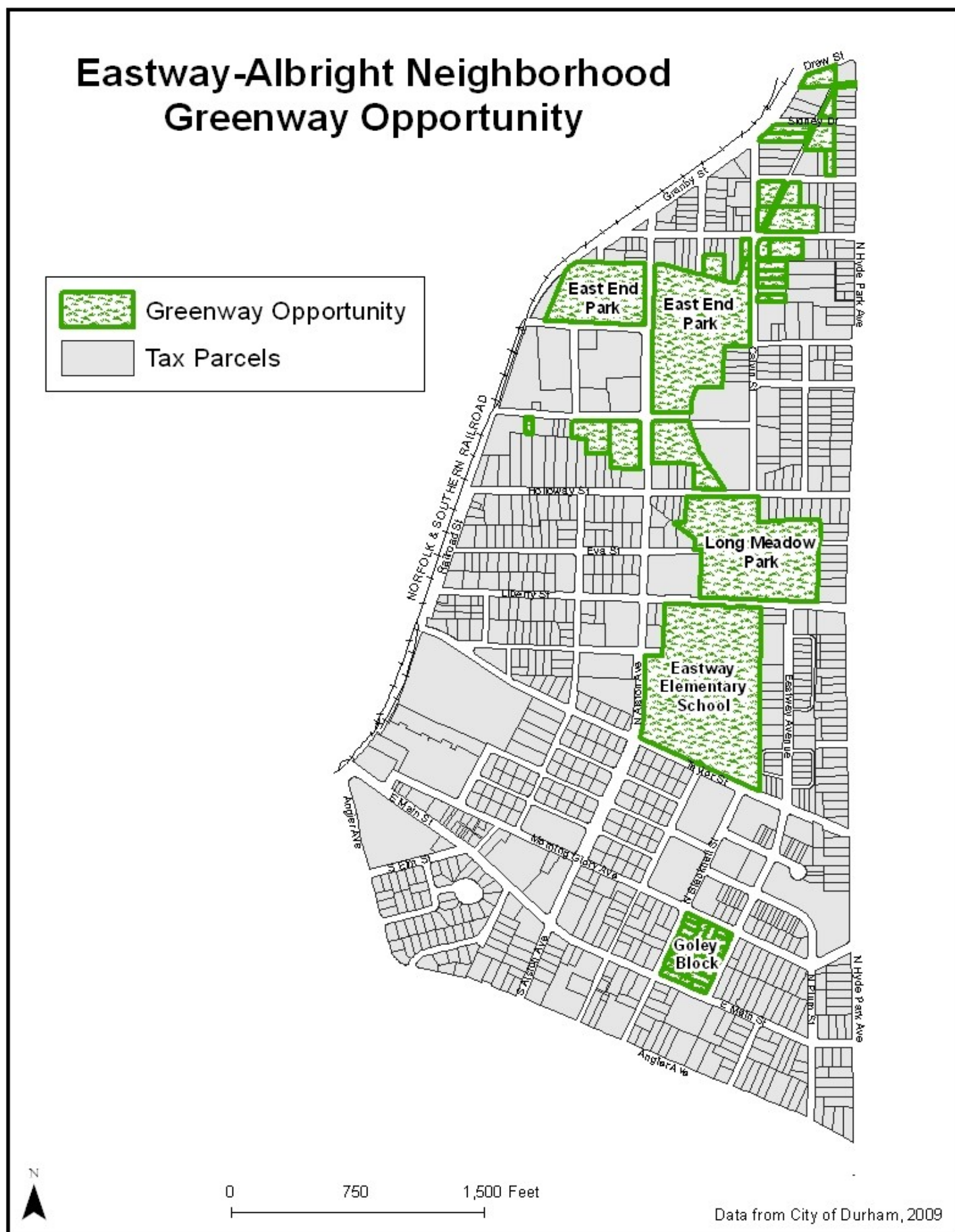
The Goley Block, within DHA’s Hope VI redevelopment area, is bounded by Goley Street, Angier Avenue, South Blacknall Street, and East Main Street. Subsequent to preliminary development approvals, DHA discovered that an isolated wetland within the Goley Block is subject to the regulatory jurisdiction of the Neuse River Basin watershed, and that the block could not be developed without mitigation of the wetland impacts or substantial protection of the wetland. DHA has concluded that mitigation would be prohibitively expensive, and that the setbacks and berms required to protect the wetland from adjoining development render the block all but unbuildable. We have suggested that the block might be turned into an aesthetically pleasing (passive) park which might benefit the Hope VI residents and add value to that project.

Since this property is within the HUD – funded Hope VI boundary, however, DHA would have to make up the lost units elsewhere. We have suggested that DHA might convey the Goley Block “park site” to the City in ex-



Image 11: Goose Creek Reclamation

Figure 11: Eastway Village and Albright Public & Vacant Land: Potential Greenway



change for a surplus City parcel elsewhere that could accommodate the displaced residential units. Representatives of the City's Planning and Parks Departments were at least tentatively receptive to the idea with two significant caveats.

Like many municipalities and municipal departments, the Parks and Recreation Department has significant funding shortfalls with respect to maintenance and operations. The Department is actively seeking partnership, therefore, with third parties such as homeowners' associations, to take over maintenance responsibilities for community parks and open space. It seems that the Parks Department might accept the Goley Block as a park site, but only if Franklin Village would undertake to maintain it. The second issue is that at least with respect to surplus properties owned by the Parks Department, many are encumbered with use limitations as parks based on covenants related to historic funding/financing arrangements. Some work would be required to identify a suitable parcel unencumbered by such restrictions.

Fencing

There has been a tendency to attempt to manage some neighborhood and security issues through the erection of fences, and chain-link fences in particular—such as the fence remaining between Eastway Village and the Goose Creek watershed. This should be discouraged. Although the possibility of short-term benefits may be enticing, the long-term impacts of such fencing on the community are probably not beneficial.

Albright

The large expanse of publicly owned land and vacant privately owned properties contiguous to the Goose Creek watershed in combination with the significantly degraded condition of the Creek provides a significant opportunity for economic and community development within Albright and NECD. There are a number of public agencies and private interest groups who have an interest in the Neuse River watersheds and its various tributaries, of which Goose Creek is one. Restoring the northern reaches of Goose Creek through Albright much as it has already been restored and reclaimed within Eastway would result in environmental and aesthetic improvements to the Albright community.

The significant public and potentially public land along the Creek would also provide for additional open green space and recreational opportunities. One of the several aspects of economic development that could result from such an effort would be the establishment of a community or farmers' market. Such a market (in such a potentially lovely setting) would act not only to stimulate wholesome economic activity in Albright, but would benefit NECD as a whole. Given Albright's central east/west location within Northeast Central Durham, and the direct access provided by Alston Avenue and Holloway Street, the proposed Goose Creek greenway corridor has great potential as a market area.

Such a market could also help to remedy the shortage of high quality grocery and produce shopping that is articulated by residents throughout NECD. The Project for Public Spaces (<http://www.pps.org>) has extensive experience with the establishment and operation of place-making public markets and provides consultancy services to those desiring to establish them: “PPS’ Public Market Program aims to foster innovation and new models for public markets that are economically sustainable while maximizing their benefits [to] their communities, and contributing to the creation of the public places that attract a broad diversity of people.”

Police Responsiveness to Crime

While Albright is experiencing many of the symptoms of urban blight, drug dealing and prostitution are the issues raised most immediately and most often by residents of Albright and surrounding neighborhoods. Whether the perceived lack of focused police enforcement and timely police responsiveness to calls is objectively accurate or not, the negative perception does its damage. While there is a strong sense of partnership with the Police Department in the Eastway Village neighborhood, there seems to be no such sense in Albright. The E.D. Mickles Recreation Center in East End Park is currently being vacated and might be a good future sight for a police substation. This might begin to break down residents’ perceptions that there is a lack of police responsiveness. In any case, increased police presence and communication between police and residents in Albright is critical to revitalizing and strengthening the social fabric of this neighborhood.

Conclusion

Despite the issues and challenges facing both Eastway Village and Albright, both neighborhoods contain assets and potential amenities that hold promise for future revitalization that will produce stable, healthy communities. In Eastway Village, completion of redevelopment, which will allow residents to call on a full range of resources and a wider community to meet their needs, is the critical next step in revitalization. Other resident concerns include providing organized afterschool activities for youth in the neighborhood and stemming the reemergence of drugs and prostitution.

Currently, Albright is composed of a relatively large proportion of boarded up and abandoned homes and vacant properties “for-rent.” Albright has some significant natural amenities however, that might provide a catalyst toward economic development and revitalization, including Goose Creek, which runs through the center of Albright and significant amounts of publicly owned land surrounding it. Tying together public land — the soon-to-be abandoned “sign and signal shop,” various park parcels, and the Public Works “materials storage yard”—would allow for the development of a significant greenway corridor along a reclaimed Goose Creek. Although this would not directly address inadequate housing, drug dealing and prostitution which now impact much of the neighborhood, it would be an important step toward reclaiming the place for its resi-

dents.

The effects of successful revitalization in Eastway Village and Albright would be substantial for all of Northeast Central Durham. The City of Durham has committed itself to improving its surrounding communities and it has begun that process in its redevelopment of Eastway Village. Continued commitment and action will transform Eastway Village, Albright, and all of NECD into functional, self-sustaining Durham communities.

Appendices

Appendix 1: Economic Status of Eastway Village and Albright Residents

Economic Status	Eastway/ Village Al- bright 1990	Eastway Village/ Albright 2000	% Change 1990-2000	Northeast Central Dur- ham	City of Durham
Employed (of the population over 16)	51.77%	50.34%	-2.76%	5706	100,438
Median household income	13,199	19,669	49.02%	\$20,004	41,160
Families below poverty level	37.37%	37.74%	1.00%	1069	5,010
Individuals below poverty level	37.37%	37.78%	1.12%	14698	26,605
Percent high school graduate or higher	47.67%	49.52%	3.89%	56.40%	85%
Percent bachelor's degree or higher	5.74%	5.04%	-12.26%	12.30%	43%

Source: US Census Bureau, Census 1990 and 2000, SF3

Appendix 2: Transportation to Work in Eastway Village and Albright

Transportation	Eastway Village/ Albright	Northeast Central Durham
Percent who drive alone to work	35.93%	72.90%
Percent who carpool to work	45.32%	15.20%
Percent who use public transportation to work	10.36%	3.90%
Number of DATA stops within 1/4 mile	49	DATA routes: 2, 3, 4, 9, 13, 16

<http://data.durhamnc.gov/schedules.cfm>